

REPORT OF SURVEY
PERSONNEL PROCUREMENT DIVISION
PERSONNEL OFFICE
CENTRAL INTELLIGENCE AGENCY

Personnel Studies and Procedures Staff
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OUTLINE

<u>SUBJECT</u>	<u>PAGE</u>
Introduction	1
Section I Summary of General Findings	1
Section II Review of Operations	6
Section III Recommendations	22
Appendix I	
Appendix II	

INTRODUCTION

This report is designed to summarize the results of a survey and analysis of the operating effectiveness of the Personnel Procurement Division. The survey has included a review of the organizational and staffing plan, current and proposed procedures and operations, and nature of relationships with other personnel activities, with other Agency offices, and with the general public. The report is presented in three sections: the first part outlines major general observations which have evolved from information developed and analyzed during the survey; the second part comprises a review of and comments on the operations making up the work program of the Personnel Procurement Division; and the final section incorporates recommendations made by the Survey Staff for the adoption of a plan of organization and for the installation of certain administrative changes which, it is believed, would contribute substantially to achieving more economical and more efficient operations.

It should be borne in mind while reviewing this report that attention is focused on deficiencies. That the Division has accomplished much while hampered by major organizational changes within the Agency, general confusion as to Agency personnel requirements, and the necessity of using in the Personnel Office many staff members new to the Agency and unacquainted with various phases of the activities should not be overlooked. Many of the problems discussed herein have been recognized at various levels in the Division and were voluntarily brought to the attention of the Survey Staff during preliminary interviews. Generally, all employees interviewed expressed some degree of concern over the major deficiencies and a desire to overcome them. The fact that these conditions have developed must be attributed at least in part to factors which were beyond the control of Division leadership. It should further be emphasized that even at the time this survey was undertaken responsible officials in the Division had discussed many of the major problems presented and formulated tentative plans for improvement.

SECTION I

SECTION I

SUMMARY OF GENERAL FINDINGS

A. Confusion exists at all levels as to objectives, functions, and organizational relationships.

Apparent from the statements made by supervisory, technical, and clerical personnel to the Survey Staff throughout the course of this study was the fact that there is no clear, distinct understanding of the operating aims of the Personnel Procurement Division. The activities carried on in the Division reflect this confusion. On the one hand, the Division Chief expressed the view that essentially the mission of his organization was to perform all of the operations required for staffing the Agency up to the point of selection of applicants by operating officials. Within the limits of this viewpoint there was no area for the exercise of discretionary functions on the part of regularly assigned Placement personnel, and indeed, the role seen for the Placement Branches was that of serving on a "messenger, paper handling" plane. Many, but not all, of the members of the Division staff are in disagreement with this concept and characterize it as unworkable unless representatives of the Division were to be permanently assigned to designated operating components, as staffing jurisdictions, alternating between time spent in the Agency to assimilate knowledge of recruitment needs and time spent in field travel status to locate suitable candidates.

Complicated patterns of relationships have developed in part as a result of this confusion as to objectives and in part because of other inadequacies in administrative management as subsequently discussed. For example, one recruiting officer apparently finds no functional conflict when he contacts currently employed CIA personnel who are qualified for positions other than their current assignments to determine their interest for such positions, and later when he negotiates with their supervisors to obtain clearance for intra-Agency transfers. Also, in connection with the routine screening of applications in the Personnel Procurement Division to determine general employment suitability, the interest of operating officials with respect to individual applicants is regularly solicited without referral to the Placement Branches—where responsibility for developing information as to the immediate and projected staffing needs of the Agency should be located.

The performance of operations which are subsidiary to the major activities of the Division also reflects conflicts, duplications, and overlaps. For example, at least one recruiting officer has felt it necessary to compose and type personally all or most of the correspondence for his cases which would generally be prepared by the Correspondence Branch. In addition, one clerical employee (assigned to,

but not supervised by, the Correspondence Branch) regularly accepts assignments involving the preparation of correspondence originating in the Placement Branch, Personnel Division (Overt) which pertains to individuals who have already been selected for appointment by operating officials.

Particularly in the performance of the auxiliary clerical functions, employees receive conflicting orders from individuals who assume supervisory responsibility. This results from the fact that no effort seems to have been made to inform each member of the Division explicitly as to whom he reports and who reports to him. For example, the employee responsible for maintaining the inventory of requisition requests substantially modified the filing arrangement to suit the request of the individual conducting the application screening process; instructions were later received from another source to revert to original filing methods. When queried as to who was their supervisor, several employees (including interviewers) acknowledged that they did not know or regarded as the supervisor anyone who happened to give them a work assignment. Undoubtedly, this factor of conflicting orders and indefinite responsibility has seriously affected the performance of the entire organization.

B. Apparent lack of effective planning, coordination and control of activities and operations.

Lack of agreement as to the objectives of the Personnel Procurement Division and confusion as to the location of responsibility for various functions have created, of course, difficult handicaps to meaningful planning of operations. Generally, day-to-day rather than broad, long range planning has governed the recruiting activities of the Division. The work of the procurement officers is performed along lines plotted more or less by the individuals themselves at the expense of a compact personnel procurement program.

The Division has no systematic program for obtaining and utilizing current, accurate information which could serve as the basis for effective planning of its staff and other resources. Such data as are available do not appear to have been used in connection with the development of operating plans or the making of decisions affecting the recruitment program. Although the names of persons interviewed by the field recruiting staff are regularly tabulated according to recruiter, no systematic effort is made to determine what ratio of such contacts result in "actual bodies reporting aboard". No study has previously been made to ascertain with accurate facts the most promising sources of potential employees for specific occupational categories, so that recruitment efforts specially slanted to certain sources could be realistically modified or confidently justified.

The fact that many examples came to the attention of the Survey Staff wherein individual activities carried on by the Division could not be unified or coordinated to accomplish the purpose for which they were started presents one of the most serious aspects of the Division's management problems. Too often employment applications are filed without action, or rejection letters dispatched, in cases where the applications are forwarded to the Personnel Procurement Division in response to invitations extended by the recruiting staff, either through the medium of personal contact or by contact letters. Serious consequences are also inherent when field contacts are made by the procurement officers at the request of specific operating officials and the application materials resulting from such contacts are referred to another office without further information or explanation to the office which originated the request.

Effective control is non-existent. Like planning, control is dependent upon information. Such information must indicate whether operations are performed in accordance with plans and standards. Absent are such conventional control devices as published operating instructions and guides, achievement records, employee reports, and systematic program progress appraisals.

C. Lack of a program of staff development and utilization.

Neglect of a program for staff training and development was recognized at both supervisory and working levels.

In the case of recruiters, there was no general basis for selection in terms of past education and experience: it seems that selection is based on personality estimates, willingness to travel, and, in some cases, possession of personal contacts likely to prove productive recruitment sources. Many of the recruiters are strangers to the business of personnel generally and to the CIA particularly. However, there has been little or no real training effort directed toward their enlightenment.

New executive-professional-technical recruiters are generally assigned first to the headquarters office performing miscellaneous tasks and receiving such informal instruction as supervisors and other recruiters may have time to give. This is usually followed by a short tour with an "older" recruiter and, finally, an independent assignment. In the case of clerical recruiters, training consists of what must be termed a courtesy visit to the Testing Branch followed by a short tour with another recruiter and independent assignment.

Illustrating the lack of systematic orientation: not one procurement officer made unsolicited mention of the contact file established for the purpose of providing current geographic and topical information as to recruiting sources. In one case, a recruiter of senior rank in length of service stated that he had never heard of the contact file. Others, upon questioning, stated that they occasionally had used it but none indicated adding to the information contained therein.

Clerical personnel assigned to the Division apparently receive only such training as is acquired incidentally in performing specific tasks. The failure to provide personnel with clear statements of duties and responsibilities, which is discussed in Section I-A, further impedes any attempt to provide effective orientation and training.

It should be noted that recruiters on duty at the time of the first Orientation Course (Training Office) attended that course which was supplemented by discussions with operating officials of the covert offices relative to covert activities and personnel requirements. The recruiters who participated have commented favorably; however, there has not been an observable attempt to provide this orientation for others.

An effective approach to maximum utilization of personnel is hampered by complete absence of any basis for performance evaluation, by the generally chaotic condition of the office, and, possibly, by lack of clerical personnel. A spotty system of pointing out serious deficiencies in interview reports has been attempted but is significant

primarily because it indicates an awareness of the need for performance review and appraisal. There is no plan for regular evaluation of work, either qualitatively or quantitatively.

Deficient procedures and, probably, lack of clerical personnel has resulted in a situation in which many, if not almost all, of the recruitment officers perform clerical duties for a substantial part of their time. Estimates of recruiters averaged about 50 percent. The effect of this condition on utilization of maximum skills and abilities is obvious.

SECTION II

SECTION II

REVIEW OF OPERATIONS

A. Field Recruitment

The handicaps of a general management nature which have precluded realization of an effective program of field recruitment of candidates for CIA employment have been summarized in the foregoing Section. Some of the specific effects of these deficiencies will be reviewed in the following paragraphs.

The bases of assignment of field procurement officers are varied. In some instances individuals are assigned recruiting responsibility by specific occupational categories, such as for high level executive and administrative posts, for communications positions, for medical officers, for scientific intelligence, for secretarial jobs, and for other clerical vacancies. Assignments are also made on the basis of source of contact, such as schools, or on the basis of geographic areas, or on the basis of combinations of these factors. Whatever the field of concentration assigned to the procurement official might be, it is important that he have a good knowledge of the current overall recruitment needs of the Agency, so that opportunities which may develop to interest applicants qualified for other specialties are not dissipated. The means to communicate information as to these requirements have been lacking in the past. However, this difficulty should be at least partially overcome with the periodic circularization of current IBM listings of all position openings, as is currently planned by the Division.

Some of the procurement officers have established relationships with operating officials whereby the latter consult almost exclusively with the former in connection with staffing problems. In part, at least, this situation suggests serious shortcomings in the adequacy of the placement processes. This dual responsibility also suggests a cause for the occasional cancelling out of the results of the work by the procurement officers. For example, a potential medical technician was informed that there were no employment opportunities for him in CIA despite the fact that his application was submitted in response to a contact letter directed to him by one of the procurement officers; this particular application was directed to the Placement Branch since the recruiter was in field travel status at the time of its arrival. The placement representative was not aware that the Medical Office was selecting applicants with the experience background represented, since it appears that the decision to recruit persons of that category was made jointly by the Medical Office and the procurement officer. Other cases involving other recruiters following the general pattern described above came to the attention of the survey members.

Uniformly, the comments of procurement officers interviewed reflected a lack of confidence that the results of their work in the field

would be related to the staffing needs of the CIA. They reported that frequently applications received by the Division as a result of their efforts got no farther than the applicant file. Particular irritation was expressed that when contact or interview reports are mailed to the Division, no subsequent follow-up is performed to notify the recruiter if the potential applicant has failed to forward application papers. The opportunity to make a second call upon a person who has already expressed interest in CIA employment is thereby wasted. The existence of this problem has been recognized by the Chief of the Division and procurement officers are authorized to perform this essentially clerical function during their lengthening stays in Washington. As already noted (Section I-C), the recruiters themselves estimate that 50 percent of their total time is spent in the performance of clerical duties.

Many of the procurement officers have informally developed their own particular methods for overcoming the problem of poor coordination. One of the procurement officers has worked out an arrangement whereby the employee responsible for maintaining the requisition inventory also personally "looks out" for each field recruitment case he forwards to Washington so that, as nearly as possible, these cases are in such shape that they may be promptly and personally referred to the interested operating office by the recruiter upon his return to Washington from the field. Another procurement officer has instructed the clerical staff attached to the office of the Division Chief that any application mail received in his absence which can be identified as relating to his cases is to be stored in his desk awaiting his return to Washington. The practice of holding such material and allowing it to accumulate for the duration of a field trip and bringing it to Washington personally was also brought to the attention of the Survey Staff.

It is believed that substantial economy would be effected and much efficiency achieved if general plans would be drawn to chart the field operations of the various recruiters. During the past year, the program for contacting secretarial training schools was initiated too late in the season to provide adequate coverage in advance of competing recruiting groups. Generally, there was no communication with the schools contacted in advance of the CIA representative's visit; consequently, there were frequent delays in obtaining appointments to address student groups. There was no scheduling of visits, no outlining of itinerary, and one clerical recruiter himself labelled his visits as more or less haphazardly executed for want of a plan.

The fact that the procurement officers have the widest discretion in programming their own movements and activities makes it incumbent upon the supervisory staff to check results. As a general rule, no such evaluations are made. At least three of the recruiters volunteered the observation that had they wished to pursue other interests than CIA recruitment for periods of time up to a week, such excursions would have gone undetected.

As suggested in Section I-C, clerical recruiters have been permitted to utilize tests as a selection device without adequate training even in the relatively simple field of test administration. With the exception of one recruiter trained prior to the transfer of the clerical recruitment program to the Personnel Procurement Division, not one of the present clerical recruiters has been given adequate training in this respect despite the willingness of the Testing Branch to supply it. Indeed, it was apparent from the comments offered as to their application of testing techniques that their understanding is so limited as to lead to misuse and abuse which negates the purpose of testing and invalidates the results obtained. It is therefore to be questioned whether concurrence of the Testing Branch in this aspect of the program should not be withheld until such time as positive measures are adopted to insure some degree of technical competence on the part of recruiters. Cooperation of the Testing Branch in the present activity implies professional approval which would appear unwarranted.

B. Departmental Recruitment

Departmental recruiting, as differentiated from field recruiting, comprises the receipt of applications submitted personally or by mail from individuals whose interest is casual or stimulated by sources other than direct field contact.

Information obtained on new employees entering on duty between 7 and 23 May (149 cases) indicates that the majority of selected applicants (87 percent) were in the "departmental recruiting" classification. Only 13 percent of the group resulted from field contacts. Further, figures based on the period from November 1950 through March 1951 show that 80 percent of all new applications were obtained through "departmental" sources while only 20 percent were a result of field procurement activity. (See Appendix II, Charts 1 and 2.) (NOTE: Because of the short period covered by the "source" study of new employees, it is intended to continue this analysis through May. Supplemental discussion would be required, of course, in the event final analysis should be significantly at variance with the figures cited above.)

Statistical information presented in Chart 3, Appendix II, reflects the geographic distribution of new employees for the 7-23 May period and suggests further the importance of "departmental recruiting". It will be noted that 59 of the total 149 new employees resided outside of the D. C. area but (not shown on the chart) only 18 of these were field contacts.

The above discussion emphasizes the importance of conducting departmental recruiting activities in such a way as to exploit these sources to the fullest extent. The following paragraphs outline the present program in this respect.

1. Gate Applicants

The term "gate applicant" is used in this discussion to include applicants applying personally at the headquarters office. Applicants referred by the "front office" who might otherwise be properly considered gate applicants will be treated separately.

The interviewing of gate applicants is performed for the purpose of accomplishing a rough screening process. Some applicants are qualified only in fields in which the CIA has no current or anticipated interest, some are obviously disqualified by security requirements, and others should be discouraged for various reasons. It is the purpose of the screening interview to eliminate such individuals and to refer for Placement consideration only such candidates as appear generally eligible for CIA employment. There is considerable difference of opinion in the Division and in other components of the Personnel Office as to the refinement of this screening process. The Division Chief inclines to the view that only such applicants as possess all the minimum qualifications stated on a specific requisition should be referred to the Placement Branches which should then furnish "messenger service" to the operating official. Practices observed, however, deviate widely from this view.

The screening interviewers in some cases refer any doubtful case (to the point of referring any applicant) to the Placement Branches and, at the other extreme, make direct contacts with operating officials relative to applicants with "good" general qualifications.

Practices with respect to the testing of applicants are equally erratic. Sometimes testing is performed as a part of screening (and there seems to be reason to question whether or not it is sometimes requested as an alternative screening device or as a means of getting rid of applicants), sometimes as an interim procedure between screening and placement interviews, and sometimes as a part of placement consideration. There appears to be no general understanding as to the stage at which this technique should be applied as well as limited understanding as to the extent to which it may justifiably be applied in the selection process.

Interviewers have been handicapped by lack of current vacancy listings and unfamiliarity with general qualifications requirements. New procedures for periodic publication of the vacancy list should compensate for the former deficiency but there is no apparent correction of the latter except through the trial and error system.

The validity of the screening process as accomplished by present personnel is questionable. The same confusion observed in other activities as regards purpose, procedures, training, supervision, etc. is present. Personnel untrained in interviewing techniques and, in some cases unfamiliar with the Agency have been assigned to this important activity with instructions to "ask somebody if you run into trouble".

The interviewers are not given much informal, and no formal, assistance in achieving technical competence. They are left to themselves to find out what is expected and desired on interview reports, how information is most expeditiously obtained from the interview, and what kind of information can properly be conveyed during the interview. They are apparently only vaguely aware of the public relations elements in their work. Further, it appears on the surface that they are ill-equipped to answer questions relative to general conditions of Federal employment as applied to the CIA.

Additional loss of value in the interview reports occurs as a result of delay in preparing the reports. Hours, and sometimes days, elapse between the interview and the preparation of notes or dictation of a report. In the meantime, impressions have been forgotten and may be distorted; further, interview reports have on occasion been "in the mill" beyond the time at which they were needed for further action.

Circumstances have seemingly required that assignments of personnel to gate interviewing be made on a temporary or part-time basis. The very nature of this function requires a reasonable amount of continuity in assignment because of the frequent questions relative to individual interviewees as well as the need for developing understanding of the changes in recruiting requirements. This needed continuity has been absent much of the time.

It may be noted parenthetically that the screening interview activity has apparently suffered at various earlier periods from similar deficiencies and other practices attributable in part to a lack of appreciation of the importance of this activity.

Clerical operations conducted in connection with the gate interviewing activity suffer the same confusion and conflicting instructions noted elsewhere. Practices for recording reports vary from use of dictaphone records transcribed by a clerical employee to final typing of reports by interviewers. Duplicate copies of all interview reports are prepared for the office of the Division Chief while a third copy is prepared for certain of the interviewers. A clerk, in addition to typing interview reports, prepares various types of correspondence ranging from requests for forms to letters required in connection with final processing at the request of the Placement Branch (Overt). She regards as her supervisor any of the individuals who may give her work assignments, which may be any of several interviewers, recruiters, or placement officers.

This confusion as to supervision was noted in many instances. As expressed by one interviewer, the supervisory function seemed to begin and end in approval of leave by the Division Chief. Otherwise, each individual functioned according to his own understanding of his responsibility.

2. Front Office Applicants

Applicants in this category are those referred from key officials in the Agency and are treated separately without regard for usual procedures. These cases are handled by a specific procurement officer who may contact either operating officials or placement officers in attempting to locate a suitable position for the individual.

The interviewer responsible for front office cases is also charged with responsibility for final review of rejected applications as discussed in paragraph 4 below.

3. Mailed Applications

Mailed applications, except for those received as a result of field interview upon which referral recommendation has been made or for which the field recruiter has made special arrangements as noted in paragraph II-A above, are referred to screening officers who presumably are charged with the same type of screening function as the gate interviewers discussed in II-B above.

In this activity also there is considerable procedural conflict: one screening officer stated that because of her special knowledge of the Agency, she frequently made referrals direct to operating officials although she sometimes made referrals to the Placement Branches as well.

Here also there is considerable departure from the point of view that only applicants matching requisitions should be referred to Placement Branches. There are numerous instances in which applicants who merely look "good" are referred.

Many of the comments offered as to the training and development of screening interviewers and recruiters might well be repeated in the case of the "mail application" reviewers.

4. Final Review of Applications

Every application returned by the Placement Branches as a reject is referred by the Applicant File Branch for a final review in the Procurement Division. The basis for this procedure is to assure that every possibility is investigated before an applicant is rejected. In practice, this review is performed by individuals who are new to the Agency and have limited knowledge of the various possibilities except as reflected in requisitions which presumably formed the basis for the initial referral. Viewed in this light, the review would seem to be meaningless and wasteful of time and effort.

C. Administrative and Clerical Activities

Frequent notations have already appeared in this report to support the generalization that the caliber of performance of the office management functions lacks the level of efficiency needed to service the major technical operations performed within the Division. In the absence of written instructions and procedures, employees must rely on the day-to-day transmission of verbal orders. Under these circumstances, the existence of considerable confusion can readily be understood when it is recalled that some of the employees of the Division felt that their supervisor was "anyone who happens to give me any work to do". The succeeding paragraphs provide a more detailed picture of the results of this condition.

1. Applicant Files

The Applicant Files Branch is charged with two primary functions: (a) mail room service, and (b) file room service. The mail room function is discussed separately in II-0(3) below. In discharging the file room function, the Applicant Files Branch is responsible for establishing, maintaining, and controlling an individual file for each individual seeking CIA employment.

All applications are presumably first received or referred to the Branch. However, information developed during the survey revealed that an independent applicant file was maintained in the Personnel Division (Cover). This condition was brought to the attention of the Deputy Personnel Director and corrective action has been taken. However, this instance has suggested the possibility that other independent files may exist.

Routing of files and correspondence relating to applications is based on the control record and/or available information in the file, as appropriate. The control record consists of an alphabetical series of 3x5 cards containing the names of all applicants and notations as to the location of each file which is not in the file room. In the control of files, the procedure as outlined in the Division Chief's office requires that each applicant file be routed through the Branch any time it is moved from one location to another. This procedure is not only wasteful of time but is not followed in practice. It was an attempt to solve an old problem in maintaining an accurate record of the location of each file; however, it seems that a workable system is yet to be developed.

Periodically (the time interval varying according to space requirements), "old" applicant files are transferred to the attic storage room. These files are stored in various groups according to time of removal from the active file because there has been insufficient staff to inter-file them. This results in recording inactive files by a color system and increases both the time required and the possibility of failing to locate a particular file.

The Applicant Files Branch has responsibility for the coding of applications as to personal data and qualifications. For some time this task was performed by clerical personnel whose primary qualification for the job was that of being assigned to it. Recently, this task has been at times omitted with the understanding that it be performed before the file is finally stored. Such coding as has been done intermittently during the past month has been performed by untrained personnel assigned on a temporary basis. Much of the criticism of the usefulness of the machine records of applicant files results from the stop-child role assigned the coding function. The importance of strengthening this function is obvious in the light of the findings already cited (II-8) regarding the proportion of CIA appointments originating from non-field recruitment sources.

In summary, it may be stated that in this case, as in others, responsibility has been generally assigned without clarification and without sufficient procedural guidance. The personnel assigned to the function attempt to solve the day-to-day problems in accordance with their own understanding of the general pattern.

2. Correspondence

The Correspondence Branch is responsible, according to the functional statement prepared by the Personnel Procurement Division, for the "preparation of correspondence such as contact letters, acknowledgment letters, gratitude letters to contacts, rejection letters, and other miscellaneous letters pertinent to recruitment".

The volume of correspondence processed by the Correspondence Branch each week during the period from 23 April through 25 May has averaged 67 1/2 letters with a low of 558 (week of 14-19 May) and a peak of 772 (week of 23-28 April). 73 percent of the letters may be classified as "form letters" (reproduced for regular use or copied from standard samples in original typing) while 27 percent are "special", requiring partial or complete original composition. During the period reported, 22 1/2 form letters representing 67 percent of the total average work load were prepared in the Personnel Pool. (See Appendix II, Chart 4.)

All requests for correspondence preparation are entered on a log which is subsequently posted to show when the finished letter is released. In general, the Branch has been able within recent weeks to maintain its objective to prepare and release correspondence within a five-day limit after receipt of the request. Report for the week of 21-25 May shows the oldest unfilled request to be dated 21 May. A considerable amount of time is consumed, however, in answering telephone inquiries as to the status of preparation of individual correspondence. One instance was cited by the Branch Chief in which a placement officer regular makes a routine follow-up on every request for correspondence preparation made by him. It appears that one major operating component of the Agency makes the same kind of routine follow-up with regard to many of the same cases. Wishing to accommodate both requestors, the Branch Chief separately gives the same information to both offices.

It is also not unusual for the Correspondence Branch to receive inquiries as to whether or not applicants have replied to Agency correspondence. In these cases, the Branch Chief personally locates and reviews the file to obtain the necessary information. Needless to say, much time is consumed in performing this check which is a questionable responsibility of the Branch.

With only a few exceptions, the preponderant bulk of the correspondence prepared by the Branch must be individually typed, although conforming to standardized sample letters. These sample letters have in many cases been composed by the Branch Chief and are not ordinarily reviewed prior to adoption. Review of these sample letters further indicates a pressing need for editing.

All correspondence processed by the Branch is prepared for the signature of the Division Chief regardless of the originating office. However, signatures are affixed by the Branch Chief after review of the letters prepared within the Branch. Letters prepared in the Personnel

Pool are reviewed and signed by Pool employees and only spot checked for addresses in the Correspondence Branch. With rare exceptions, no review of correspondence is made by a higher level of supervision.

The determination of priorities to be accorded the correspondence processed, that is, the order in which it is to be prepared, is made by the Branch Chief entirely upon her own impression of what is most important. Generally, she has followed the principle that correspondence which influences the expediting of appointment processing should have first priority, requests for interviews next, and then the acknowledgment of forms and letters.

3. Mail Service

The Applicant Files Branch has been given responsibility for providing central mail desk service for the Personnel Office, involving the receipt, logging and distribution of incoming mail, and the logging and dispatch of outgoing correspondence. One person is assigned to the mail desk on a full-time basis and another on a part-time arrangement. Limitations of space for the performance of the mail function have been so acute as to preclude establishing an orderly system of mail classification for distribution and other purposes. Numerous instances of mis-routing have resulted.

In the past, certain practices have been followed which contributed to delays in distributing mail. For example, there were frequent failures to segregate mail as to time of receipt during periods when mail processing could not keep up with accumulation. Items most recently received, and therefore at the top of the mail stack, were distributed first. Also, until the past week or so, all employment application materials were logged on the regular mail log in addition to the preparation of the control card to provide record of the application file, which further delayed processing of all mail by increasing the workload. This logging operation has now been discontinued.

4. Requisition Inventory

One employee is responsible for maintaining a current inventory or file of recruitment requests. All such requests (Form 37-8) received during a week's period are forwarded to Machine Records on Friday. It is estimated that on an average basis 200 such forms are dispatched weekly. Machine Records is also informed each Friday of any changes in requisitions previously reported. Weekly listings of vacancies for which active recruitment is desired are prepared by Machine Records from punched cards recording the requisition information.

In order to maintain the file on a current basis, the employee responsible for its maintenance receives a copy of each Form 37-1 or 37-3 covered by a recruitment request. It should be noted, however, that this employee also receives such forms in connection with actions (such as those reporting name changes, deaths, etc.) which have no relationship to the purpose served by routing these forms to the requisition inventory.

As already noted (Section II-A), this employee also performs certain duties for one of the procurement officers designed to assure that application files developed as a result of his field recruiting efforts are properly processed for referral to the interested operating office when he returns to Washington to carry out this purpose.

Instances of conflicting instructions resulting from failure to define supervisory responsibility have been cited in Section I-A.

SECTION III

SECTION III

RECOMMENDATIONS

To overcome the difficulties reviewed in the preceding sections of this report, the Survey Staff recommends that:

- A. A clear, distinct understanding be established as to the mission and role of the Personnel Procurement Division.

Present confusion as to the objectives of this Division, particularly in connection with its relationships with the Placement Branches, has been translated to overlap and duplication of activities on the one hand, and to neglected operations on the other. If the purpose of the Division is principally to develop, locate, and draw upon sources of personnel, that is "finding bodies", then any major excursion into areas such as direct referral of potential employees to operating officials and negotiation with operating officials to secure releases for intra-agency transfer of currently assigned employees should be recognized as operations perhaps dictated by emergency conditions, but by no means a pattern to be condoned over an extended period of time. Sound recruitment, of course, depends upon the caliber of the total personnel program, and particularly upon what happens to the applicant after he has been located. It is recognized that to some extent the problems of organizational integrity discussed in this report have resulted from the tremendous work pressures placed upon the Placement Branches. The restoration to the Placement Branches of jurisdiction for functions intrinsically of a placement nature as rapidly as may be feasibly done is strongly recommended.

B. An organizational plan be adopted which will provide improved means for planning, coordinating and controlling the operations which comprise an effective program for personnel procurement.

It is proposed that the functions of the Division be grouped under two major components: a Recruitment Branch and an Administrative Branch. (See Functional Organization Chart, Appendix I, Chart 1.)

Under this plan it is proposed that the Recruitment Branch be divided into three sections, one having responsibility for the field procurement of executive, administrative, professional, and technical applicants (Specialized Recruitment), another having responsibility for the field recruitment of clerical applicants (Clerical Recruitment), and the third made responsible for interviewing individuals personally applying for CIA employment, for reviewing and screening general mail applications, and for channeling applications pertaining to candidates regarded suitable for CIA employment to appropriate placement officers (Departmental Recruitment).

The Administrative Branch would comprise the following sections: Applicant Files, Correspondence, Mail, and Requisition Inventory. The functions of the present units charged with these activities would be retained except that responsibility for mail services would be separated from the applicant files function and transferred to a newly formed Mail Section. Also, the tasks connected with the maintenance of daily physical security checks and related records for the Personnel Office would be located in the Mail Section.

It is believed that this plan of organization incorporates the following advantages:

1. The Chief of the Division would be relieved of the continuing, direct concern which at present absorbs his attention in connection with the whole range of activities carried on in the Division. He would be able to devote his attention to the broader elements of responsibility attaching to his position: developing policies and plans for systematically attacking the procurement problems confronting the Agency; seeing to it that requirements for unifying the various activities carried on in the Division were installed and observed; and adopting the devices without which no control is possible.

2. Recognition would be given to the fact that significant differences exist as to problems encountered and the approach and methods employed in administering a program for executive, administrative and technical specialties on the one hand, and for clerical skills on the other. Considering the volume of recruitment activity required in each field, it is believed highly desirable to allocate responsibility in such a manner as will allow the full-time direction for these separate

individuals. Such coordination of effort as is required to relate these two programs would be supplied by the Chief, Recruitment Branch (acting in a dual capacity as Assistant Division Chief).

In organizing the field recruitment function for executive, administrative and technical positions, it is suggested that consideration be given the possibility of locating procurement officers in designated metropolitan areas with recruiting responsibility for prescribed geographic regions. Such officers would recruit for any categories for which CIA had vacancies; special recruiting efforts for particular occupations could be controlled by the central office of the Division. Such a plan would not preclude the assignment of roving procurement officers as specific conditions might require. This plan further provides a practical vehicle for a program of test administration service on a regional basis; the desirability of such a program has been discussed for at least two years. Clerical support for the regional recruiters (possibly with one clerk serving more than one region) located in the Contact Offices could be easily trained to administer tests properly. It would, of course, be necessary to refer completed test papers to the Testing Branch for evaluation. This procedure would assist greatly in meeting the problem of requesting candidates to travel to Washington for the purpose of tests and interviews.

3. The means for realizing effective supervision over these operations concerned with interviewing of applicants and the review and screening of mail applications is provided. At present such supervision and guidance is absent. The high proportion of appointments effected in CIA as a result of these "casual" applications specially points to the need for strengthening this function. If there is added to the Departmental Recruitment Section the function of reviewing applications prior to release to the Placement Branches to make certain that the application is forwarded to the office where best utilization is likely, an effective step will have been taken to eliminate the present problems of dual and conflicting responsibility noted so frequently in this report. Of course, the employees who would serve in this "channeling" capacity would have to be thoroughly familiar with the present and projected recruitment needs of the entire Agency. (Applications from persons whose qualifications have been previously discussed by interviewers with placement officers would not require such channeling.)

4. The numerous administrative and clerical functions which, although auxiliary to the major operations of the Division, are of vital importance in administering the Division's operating program are integrated in a manner which makes possible their effective supervision and relieves the Division Chief of day-to-day preoccupation with their functioning.

5. The Chief of Applicant Files would be free to concentrate supervision on the establishment, maintenance and control of application materials. The tremendous volume of activity centered in this unit would appear to justify this specialization. Since the great bulk of business handled by the mail service function is related to applications for CIA employment, the retention of this work under the general direction of the Chief of the proposed Administrative Branch is justified.

C. The Personnel Procurement Division be given a staffing authorization of 80 positions.

There is no existing basis, in terms of data regarding man-hour requirements per unit of production, to assure a valid estimate as to the Division's staffing requirements. The Division should develop pertinent workload data wherever feasible. If such data reflect over-staffing in connection with any particular function, prompt adjustment should then be made. However, having in mind the need for gearing the recruitment operation to staff upwards of [REDACTED] vacancies (including proposed FY 1952 T/O figures), the urgent need to overcome the acute and cumulatively developing problems relating to the applicant files, and the requirements for clerical assistance to support the technical recruitment operations, it is believed that a staff comprising 80 positions should insure realization of the Division's operating objectives, provided that these personnel resources are effectively managed. As rapidly as possible, steps should be taken to obtain better utilization of the staff on duty. The fact that some of the high level recruiters estimate that up to 50 percent of their time is devoted to some of the more routine clerical tasks would seem to require immediate attention. It should be noted that the Division has recognized this problem and the staffing plan submitted to the Personnel Director just prior to this survey provided for clerical support for the field recruiting staff. A suggested staffing outline, presented in terms of general levels of occupational responsibility, is included as Chart 2, Appendix I.

25X9

- D. A program be inaugurated to inform each member of the organization to whom he reports and who reports to him.

This recommendation is emphasized in view of the fact that a number of employees of the Division expressed ignorance as to who their supervisor was and some indicated that they felt they had several supervisors. The effectiveness of employees suffers if they are required to report to more than one supervisor. In following the instructions of one, they may violate the orders of another, or disregard both; in any case effective control is lost.

E. A program be adopted to insure adequate training and preparation of members of the Division.

The urgent need for training is reflected in practically all aspects of the Division's work; interviewers need to be instructed to develop reports which can be of greater assistance in evaluating the applicant's personal characteristics and attitudes; new procurement officers need to be carefully indoctrinated as to the overall recruitment needs of the Agency, as well as to the administrative practices of the Federal government generally and the CIA specifically, which govern the various aspects of their work; previous neglect in training in test administration techniques and test interpretation must be overcome. There would seem to be little question but that the productiveness of one recruiter has been affected by his ignorance of the fact that transportation expenses of certain overseas employees are assumed by the Government from the employee's residence, rather than from Washington only. Examples of such inadequate preparation for effective recruiting are not isolated.

F. Various administrative and procedural changes be initiated or studied, as detailed below.

1. Installation of a system of periodic follow-up of contacts made by field recruitment officers:

a. The need for follow-up of contact reports submitted by field recruitment officers was pointed out from the outset of the survey by the Chief and Assistant Chief of the Division as well as by the various recruiters interviewed. Performance of this activity should be made possible by the additional clerical employees included in the Division's staffing plan. From information furnished through such follow-up of their contacts, recruiters will be able to re-stimulate interest of persons who have already indicated preliminary interest in CIA employment but failed to forward application materials.

b. The need for follow-up of cases submitted by field recruiters after referral to Placement Branches has been discussed in the body of the report. Such information is required in the evaluation of the program generally, of the performance of recruiters specifically, and is of assistance in guiding future recruiting plans. The procedure outlined below is intended to fulfill this requirement as well as to simplify the maintenance of the applicant control card maintained in the Applicant File Section.

Upon receipt of a case from a field recruiter, the clerk responsible for his support would stamp the recruiter's name conspicuously on the folder and prepare a card form such as that shown in Attachment 3, Appendix I. This form would be transmitted to Applicant Files when the file was forwarded for review. A copy of this form or a specially designed form conforming to the requirements of the recruitment activity would be maintained in a suspense file by the clerk. A similar form would be prepared by the reviewer and transmitted to the Applicant File Section upon referral of the file. The notification form would be used to post the control card (either in its present form or as proposed in Recommendation III-F(10)) to show the new location of the file and would then be immediately forwarded to the support clerk in the Recruitment Branch performing the follow-up function for the particular recruiter concerned.

It is proposed that, after initial referral to Placement is made, the notification card be forwarded to the support clerk ONLY when the case is transferred from one placement jurisdiction to another (i.e., from one Placement Officer or Branch to another). Follow-up by the support clerk would be accomplished by contacting the Placement Officer currently charged with the case at reasonable time

intervals (possibly every two weeks). Notification of final selection action to the support clerk would be accomplished by forwarding the requisition inventory copy of the Form 37-2 or 37-3 to the clerk after posting action to the requisition in the case of selection, or by forwarding the complete file AFTER preparation and dispatch of the reject letter in reject cases. This would permit the clerk to extract from the file the reason for rejection for the information of the responsible recruiter.

General application of this procedure as a means of controlling the applicant file is discussed in recommendation below.

2. Present procedures for routing of files through the applicant file room upon each movement of the file are delaying and are not applied with sufficient consistency to insure adequate control of files. The following procedure is proposed to eliminate this step and still provide for adequate control. (References to the applicant file control card in the following discussion would apply either to the present control card or the change-out card system proposed in Recommendation III-F(10) below.)

Initial control record for the card would be made in the applicant file room when the folder is prepared and dispatched. Applicant file control cards would be posted to show subsequent transfers of the file from a notification card (Attachment 3, Appendix Y) forwarded by the person initiating the transfer. The file would be transmitted without delay.

Exception to this requirement would be made for files routed from the reviewer to the Placement Officer THROUGH the Correspondence Section. Notification cards in these cases would be checked to show routing through Correspondence to the destination indicated. This exception is based on the assumption that the Correspondence Section worked on a current basis and would not require longer than one day to dispatch necessary acknowledgment and forward the file to the Placement Branch.

Record of files dispatched to operating offices by the Placement Branches would be posted as the file moves through the applicant file room and no notification card would be required. In the instance of cases referred to the Placement Branch (Covert), it would be necessary to install this procedure for notifying the Recruitment Branch through the Applicant File Section of transfers of the case within the Placement Branch. However, present record for referrals to operating officials could be retained.

3. Review and coding of files

Responsibility for coding applicant files as to personal data and qualifications and review of the file for completeness should be specifically charged to properly qualified individuals. The interviewers might well be given this responsibility with respect to applicants who are interviewed in Washington; the coding and review of applications referred by procurement officers in the field or received by mail should probably be performed by the employees charged with responsibility for reviewing and referring such applications to the appropriate Placement Branches, as recommended in III-B(3).

Files reviewed would be checked for the presence and completeness of forms. If documents or information essential to preliminary selection decision (such as the Personal History Statement, experience items incomplete, and similar deficiencies) are missing, the reviewer would route the file through the Correspondence Section for an appropriate letter to the applicant. These files would be held in the applicant file room pending receipt of forms and would be returned to the reviewer upon receipt of the applicant's reply. If basic documents are present and complete, the file would be forwarded to Placement through the Correspondence Section for the preparation of an acknowledgment letter.

In cases where non-essential documents or information are missing, it will become the responsibility of the Placement Officer to direct the preparation of an appropriate letter in the Correspondence Section requesting such information when it is required.

h. Preparation of correspondence for the Placement Branch (Overt) by the Personnel Procurement Division should be discontinued. This does not have reference to applicant-type correspondence properly prepared by the Correspondence Section but instead such other correspondence as relates to processing of candidates selected for CIA employment. It is believed that letters requesting additional forms and information are properly prepared in the Correspondence Section whether at the request of the Procurement Division staff or of the Placement Officers. However, it is believed that the letter advising the applicant of his selection and subsequent correspondence relating to processing for employment should be prepared by the Placement Branches.

5. Reproduce in quantity many of the kinds of correspondence which are now individually typed either in the Personnel Pool or in the Correspondence Section. Also, as soon as is feasible, the content of such stereotyped correspondence should be reviewed by higher level administrative officials of the Division, and a determination made of the kinds of letters to be regularly reviewed at a supervisory level above that of the Chief of the Correspondence Section.

6. Interview reports should be prepared promptly after the interview is conducted. The present delays in preparing these reports have adversely affected the quality of reports and have sometimes contributed to procedural confusion. Such confusion results when application materials prepared by the applicant subsequent to the interview arrive in the Applicant File Section before the related but delayed interview report. The present requirements for duplicate copies of the interview report should be modified to require only a single copy. The practice of some interviewers to prepare a third copy for their own files should be discontinued.

7. Representatives of the Personnel Procurement Division should cooperate with the Testing Branch in investigating the causes for present difficulties in matching test reports with applicant files and developing a workable system for overcoming this problem.

8. The following routing of Recruitment Requests is proposed. Recruitment Requests received in each Personnel Division would first be routed to the position control activity for verification of the vacancy (and referred for Classification Division action if necessary) and for assignment of a control number. Requests would then be routed to the Placement Branch where a determination as to the possibility of filling the position by in-service placement would be made. (It is recognized that in most present cases this determination is automatically negative.) One copy of the requisition would be forwarded by the Placement Branch to the Requisition Inventory Section where it would be recorded, notification sent to Machine Records, and the request sent to the Recruitment Branch. Either prior to, or simultaneously with, initiation of active field recruitment, a responsible employee in the Recruitment Branch will utilize existing applicant file records to determine whether there are any candidates already available. As soon as this requisition has been reviewed in the Recruitment Branch and sufficient information obtained to investigate applicant file possibilities, the request is returned to the Requisition Inventory Section.

The notification forwarded to the Machine Records Branch initially (it is proposed that the form of this notification be developed by the Division in cooperation with Machine Records) will serve as the basis for coding and punching a card which will ultimately be printed on the weekly vacancy listing.

Cancellation of recruitment requests would be accomplished under the present procedures which provide for forwarding to the Requisition Inventory Section a copy of each Form 37-1 or 37-3 affecting a recruitment request. As noted in the body of the report on present operations, these forms are now being furnished indiscriminately. The Personnel Division (Overt) and (Covert) should re-examine their procedures to provide that only appropriate Forms 37-1 or 37-3 are sent to the Requisition Inventory Section.

9. Additional work space should be obtained for the applicant file and mail room functions. In this connection, it is believed that the mail room function, if adapted as a separate activity, might well be somewhat physically separated from the applicant file room although such separation should not be at any great distance.

10. Study the feasibility of recording the names of applicants on *Flam-o-line* strip panels in lieu of the 3X5 cards currently prepared and filed by the Applicant File Section. Charge-out of applicant files could be recorded by using regular charge-out cards inserted in the appropriate file drawer for the duration of the absence of the applicant folder. Elimination of the 3X5 card file would effect a considerable saving of space as well as relieve the difficulties in having several clerks attempting to work at the control file at the same time.

11. Reduce operating procedures and methods to writing and circularize for the information of all employees concerned.

12. Prepare a manual of standard practices to be used as a guide for the field recruiters, covering information required to answer the questions of applicants on such subjects as salary and wage administration, retirement legislation, leave privileges, travel regulations, and related items; such a guide would also be helpful to new recruiters in establishing proper relationships with CIA Contact Offices, conforming to security regulations, etc.

13. When adequate space can be located, the applicant files should be physically consolidated and a systematic program adopted to "retire" applications after a prescribed period of time. Such files should be in at least three categories: active, inactive, and those awaiting final disposition in accordance with records management regulations. Valuable use could probably be made of IBM listing prepared regularly showing names of applicants according to age of their application papers. It is recognized that the present division of the applicant file into five or six inactive groups has resulted from limitations of space and personnel; however, the continuation of these methods will increase the general inaccessibility of applicant materials.

14. Proposals for revision of the coding structure for applicant files should be coordinated with present changes in the coding of employee files. Particularly, the present practice of coding certain data twice (at the time of application and at the time of entrance on duty) should be investigated to determine whether such items cannot be coded at the outset for permanent records.

15. Study should be given to the possibility of combining the personnel requisition form with the personnel action request form so as to have the operating officials make only a single submission to the Personnel Office. This plan provides that upon receipt of the form in Personnel it would serve as the basis for initiating recruitment action. Subsequently, operating officials would inform Personnel as to the specific selection made against a particular requisition and the interested Placement Officer would add the name of the person selected to the required copies of the revised personnel action request form. (Sufficient copies of the form will have been on file in the Placement Branch while recruitment was in process.) Such a study might, of course, indicate that the disadvantages of the plan would outweigh any benefits; however, it is believed worthy of serious consideration.

APPENDIX I

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APPENDIX I

Attachment 3

PROPOSED NOTIFICATION FORM

NOTICE TO: Applicant File Section, Personnel Procurement Division

Name _____

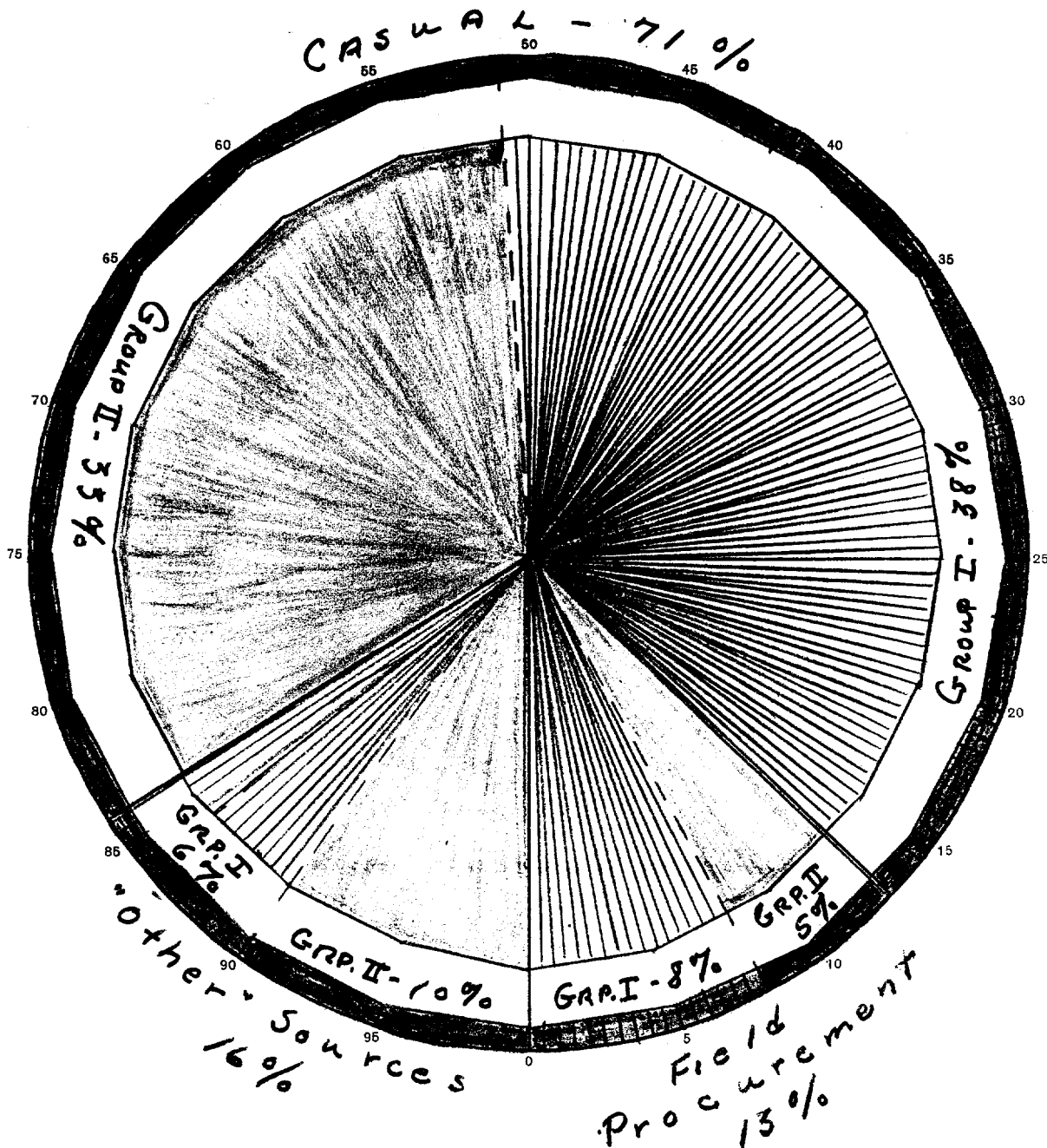
Sent to _____ on _____
(Date)

Check here if file was forwarded through the Correspondence Section.

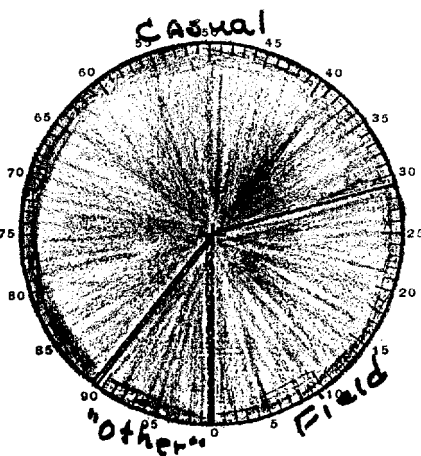
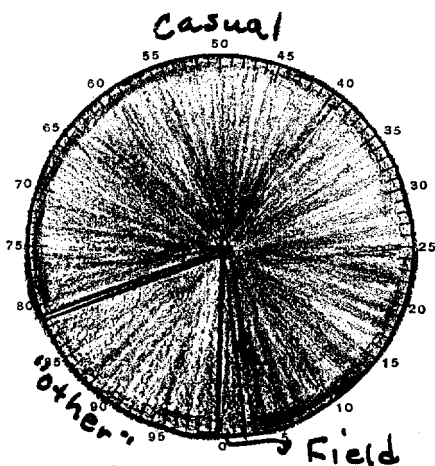
~~If this section is appropriate for use in this case, circle in red.~~

FORWARD TO: Recruitment Branch, Personnel Procurement Division
Attention: _____

RECRUITMENT SOURCES Chart 1



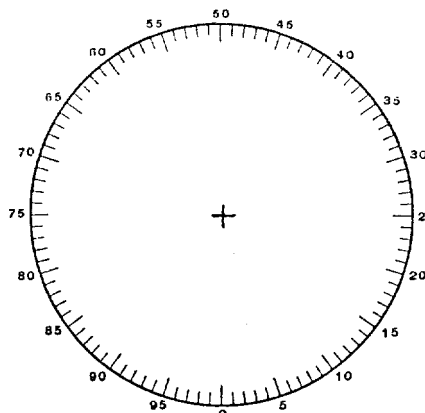
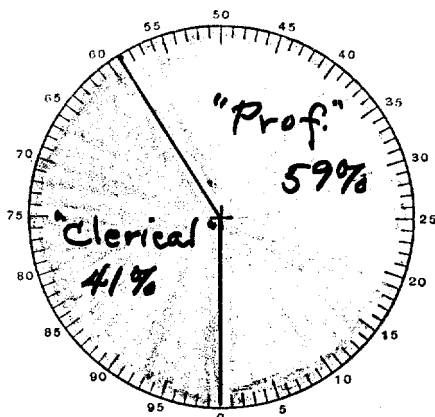
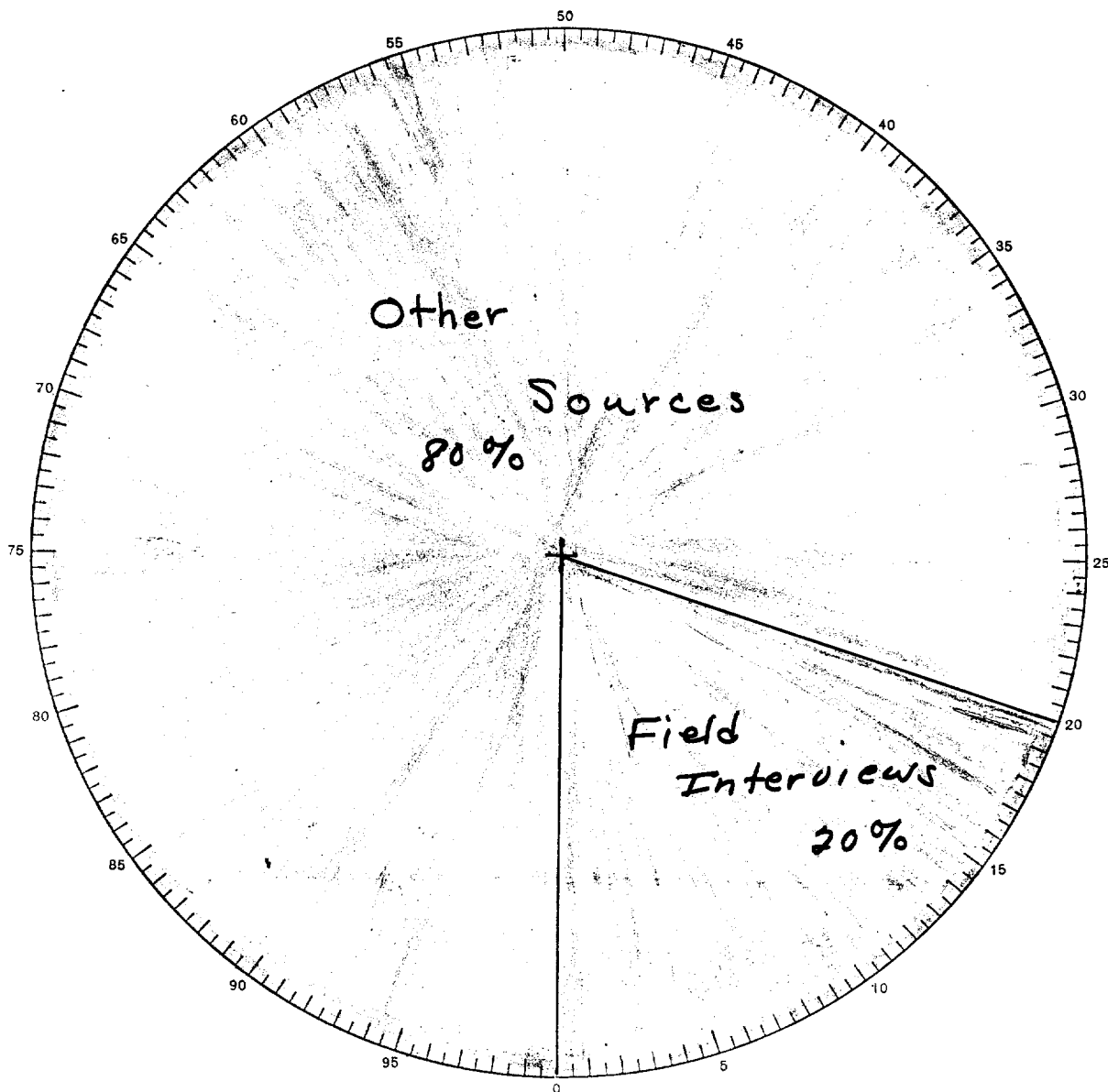
Note: Group I: Clerical, Commo, Skilled Labor
Group II: Admin, Professional, Technical



Local Applicants

~~SECRET~~

Non-Local Applicants



Field Interview ~~SECRET~~

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KEY

353.10

10 x 10 to the inch.

Form letters typed
in pool:

100

Form letters typed
in Corresp.:

100

Special Letters:

100

SECRET